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ABSTRACT

This study provides a tool for describing, analyzing, and evaluating the effectiveness of human resources development (HRD) systems and their components. It is intended for policy makers, planners, and senior officials from government, employers', and workers' organizations who have responsibilities in human resources development. The first part depicts human resources development and utilization as a comprehensive feedback system and shows the interdependence between different subsystems and components. The second part describes a hierarchical set of policies (a policy tree) that governs HRD. Each major HRD policy area is disaggregated into its constituting elements and analyzed. The policy areas are enrollment, training, and entry into work. At different levels of aggregation, the goals of an HRD policy are identified, highlighting how the goals of various components are formulated and how they could be achieved. This part also identifies and defines selected quantitative and qualitative indicators in an endeavor to measure, assess, and compare training efforts. A 58-page checklist for analyzing HRD policy is appended. (YLB)

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TRAINING POLICIES

Discussion Paper No. 13

HUMAN RESOURCES DEVELOPMENT POLICY A structured approach to its definition, analysis and evaluation

by

M. Bermant, R. Kirszbaum & P. Brandon



Note: Discussion papers are preliminary material circulated to stimulate critical discussion and critical comment.

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M. Bermant
R. Kirszbaum
P. Brandon

Introduction

The importance of human resources in a country's development strategy is widely recognised. Nevertheless, effectiveness of human resources development (HRD) policy in improving socio-economic conditions has been extremely difficult to assess. Two major reasons account for this difficulty. First, the numerical data and indicators that are generally used to report on training activities fail to provide a satisfactory description of the human resources development system and give only a partial image of its effectiveness. In particular, the structural characteristics of the system and the qualitative aspects of its functioning are often ignored. Second, the absence of established statistical standards on training further impedes cross-national and national comparisons. These two reasons explain the obstacles encountered in assessing and comparing the impact and effectiveness of different training systems.

Purpose of the study

The purpose of this study is to provide a tool for describing, analysing and evaluating the effectiveness of human resources development systems and their components. It is based on what can be considered as a typical structure of such systems. While all its characteristics may not be the same in practice, the representation chosen has the advantage of describing the main functions of an HRD system and its interactions with other major areas of a country's socio-economic development policies.

The approach adopted has facilitated the formulation of a number of questions relating to qualitative and quantitative aspects of the training effort. Both the approach and the questions, if used with discretion, may be useful as guide-lines for evaluation purposes. Nevertheless, it is understood that only when the approach suggested is applied to real situations can the questions proposed be assessed as to their relevance and significance, and, perhaps, new questions formulated. Such real exercises would also lead to the establishment of well-defined indicators permitting

to measure selected parameters of any HRD system or to describe such systems in a compound fashion according to various sets of criteria.

This study is intended for policy-makers, planners and senior officials from government, employers' and workers' organisations who have responsibilities in human resources development. It should help them to identify training priorities and to assess the results achieved. Since the proposed representation of a training system remains basically the same both at the national and local levels, this study's methodology permits a review of overall as well as of particular training policies and their goals.

The approach adopted in the study was originally proposed in 1983¹ and then further developed.²

In scope, the study follows Convention 142 and Recommendation 150 concerning Vocational Guidance and Vocational Training in the Development of Human Resources, adopted by the International Labour Conference in 1975. As stated in Article 2 of the Recommendation, the term "vocational training" means training is directed to "developing human capabilities for a productive and satisfying working life" and is applied to "initial and further training, and to retraining, whatever the way in which they are provided and whatever the level of skill and responsibility". In this paper, the achievement of the goal of developing human capabilities is understood as taking place within a changing social, economic and political environment.

Terms used

Several, often used terms would perhaps need a clarification: Human Resources Development and Utilisation (HRDU) means the lifelong process through which all persons acquire, improve and use, in a working situation, their knowledge, skills and competencies. Human Resources Development (HRD) defines three processes: enrolment into training, training, and entry into employment. In this paper, no distinction is made between vocational training and technical and vocational education. Policy covers sets of goals or objectives complemented by plans of action. These plans include the mechanisms, procedures and tools required to achieve the goals.

Structure of the study

The first part of the study depicts HRDU as a comprehensive feedback system and aims to show the interdependence between different sub-systems and components.

¹ Bermant, M.A.: "Problems of improvement of manpower training and utilisation" (in Russian) (Problemy sovershenstvovaniya podgotovki i ispolzovaniya kadrov), Proceedings of the Third All-Union Symposium on Problems of Assessment of the Manpower Needs of National Economy, Vol. III, p. 12-21, Vilnius 1983.

² Bermant, M.A. & Kirsbaum, R.: "A structured approach to training policy analysis", Proceedings of the SYM-OP-IS '84, X Yugoslav Symposium on Operations Research, Herceg-Novi, 1984.

The second part describes a hierarchical set of policies (a policy tree) which govern HRD. At different levels of aggregation the goals of an HRD policy are identified, highlighting how the goals of various policy components are formulated and how they could be achieved. How HRD goals are formulated and achieved will emphasise the system's strengths and weaknesses. Possible areas requiring government decisions or management interventions may therefore be identified. In addition, this part also identifies and defines selected quantitative and qualitative indicators in an endeavour to measure, assess and compare training efforts. The indicators could serve as possible tools in evaluating a particular human resources development policy.

A. THE HUMAN RESOURCES DEVELOPMENT AND UTILISATION SYSTEM

Human Resources Development and Utilisation (HRDU) occurs within a broader policy framework which is usually established by a higher authority such as a Constitution, an act of Parliament or other legislation. This legal basis specifies the broad objectives of Human Resource Development and Utilisation and defines the guiding principles which control its policy implementation. Legislation also identifies funding sources and determines the roles of the training parties concerned. Figure 1 illustrates in an oversimplified manner how the HRDU system can be represented as a feedback loop.

As seen in Figure 1, economic activity generates labour market information about human resources needs of the economy. This information is fed into the planning process and the plans are then transferred to the training system where training objectives and programmes are formulated. The output of the training system (namely the graduates) represents the input into the economic activity. The flow of graduates from the training system to economic activity therefore closes the loop.

In reality, the HRDU system is obviously more complex and Figure 2 attempts to depict its more detailed structure where various components are identified. These components are the HRDU major sub-systems, intermediate elements and information processing and decision-making mechanisms. The HRDU major sub-systems are:

- Potential Training Population;
- Training, Further Training and Retraining; and
- Economic Activity sub-system.

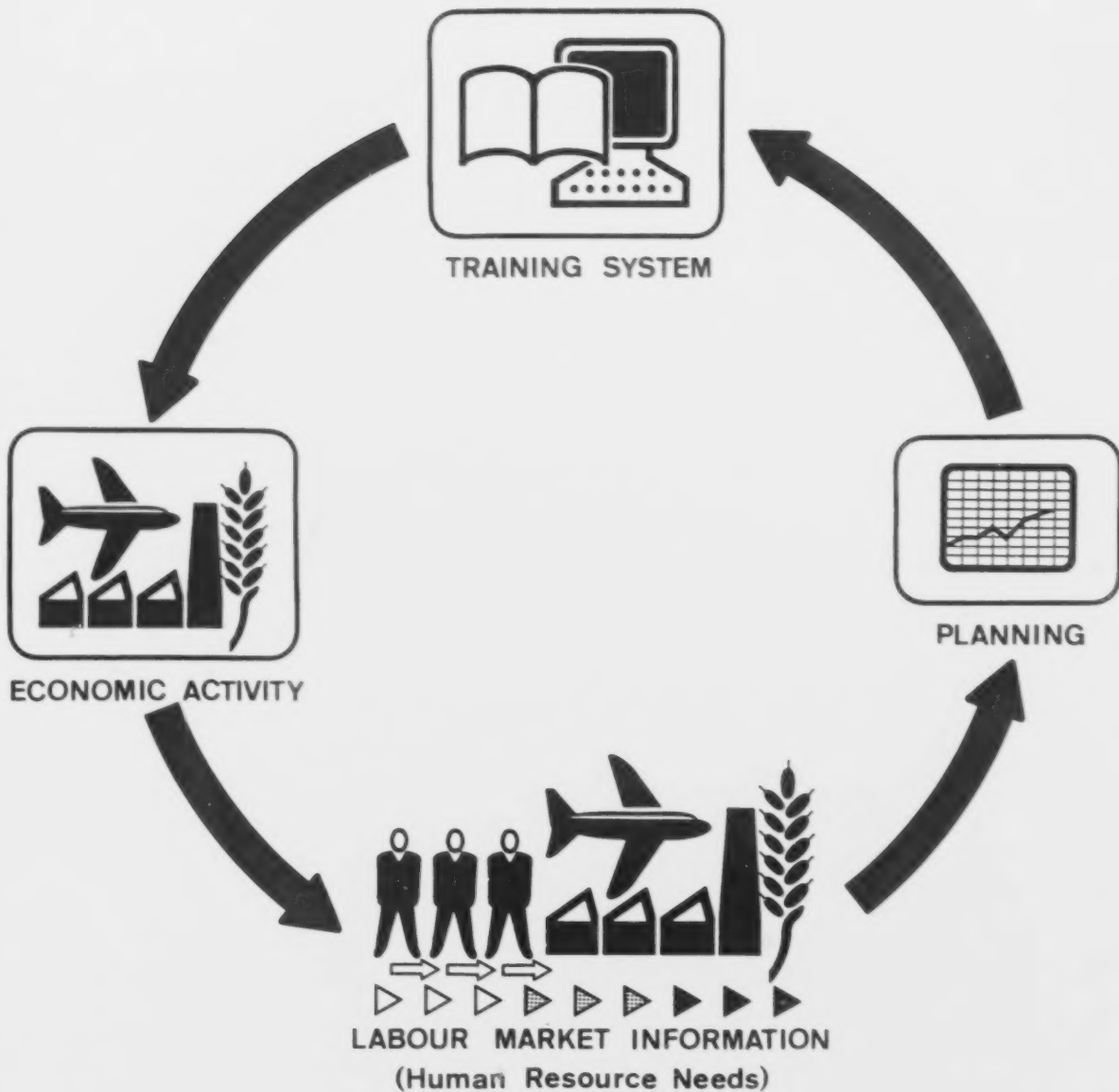
These sub-systems interact with each other through two intermediate elements: the Enrolment process and the Entry into Work process. The Enrolment process connects the Potential Training Population and Training while the Entry into Work process links the Training and Economic Activity sub-systems.

The larger boxes in figure 2 represent the three sub-systems and the smaller boxes the two intermediate elements which pertain to either one of two neighbouring sub-systems. For instance, the intermediate element "Enrolment" could be part of the "Potential Training Population" sub-system or of the "Training" sub-system. Figure 2 also illustrates how the other intermediate element, "Entry into Employment" could be part of "Economic Activity" or "Training" sub-systems.

The thick arrows in Figure 2 show the flows of people among the sub-systems and the intermediate elements. The thin arrows indicate the flows of information: dotted lines represent feedback signals, and the solid lines directives from the information processing and decision-making mechanisms.

- Description of the main HRDU components

The Potential Training Population (PTP) sub-system consists of employed or unemployed people. It includes the following groups: general compulsory education school-leavers who are either graduates or drop-outs;



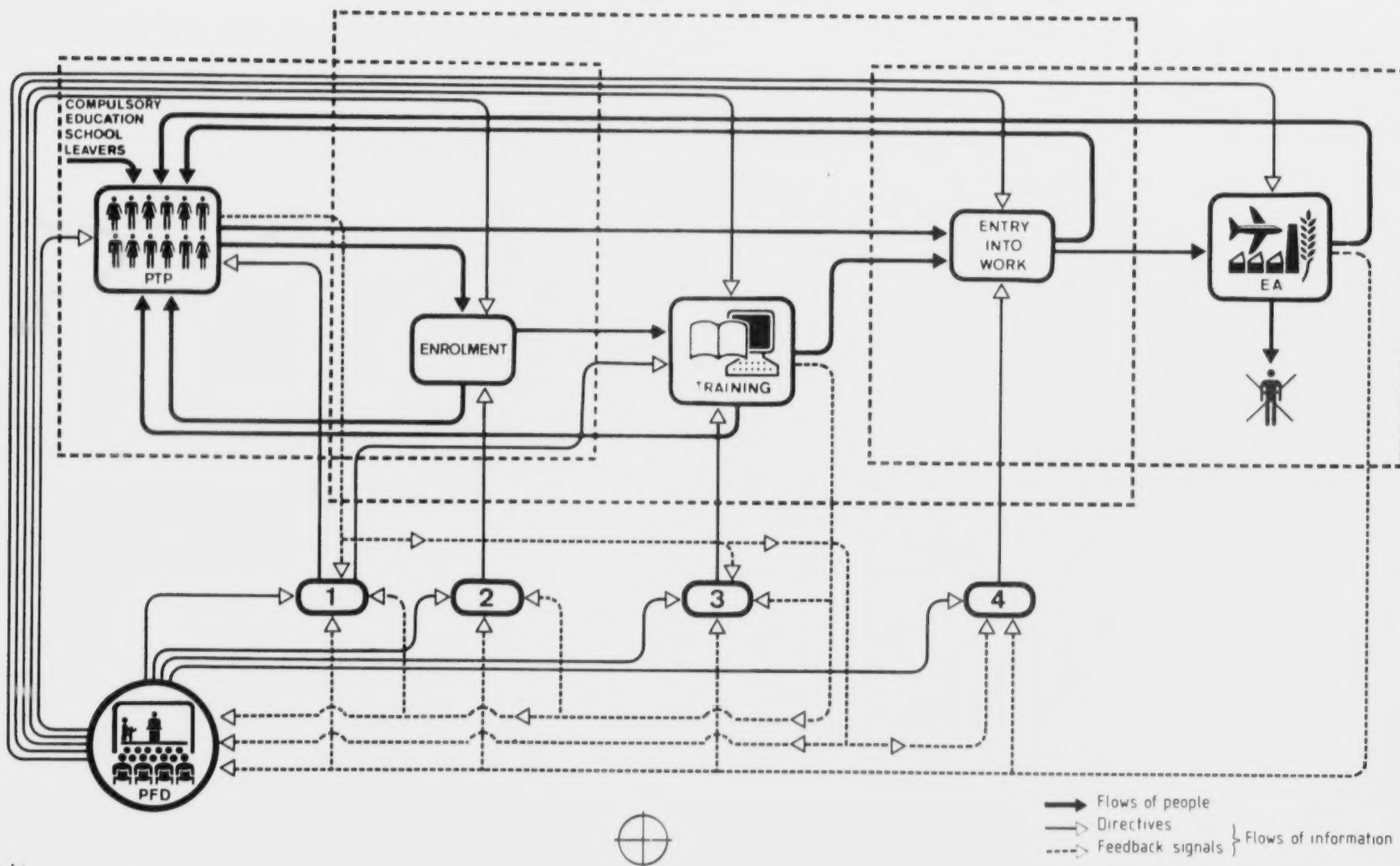


Figure 2

unsuccessful training applicants; drop-outs from training institutions; and either retrenched or retired persons from the workforce. PTP also includes those who are employed, but still want to either upgrade their competencies or to acquire new knowledge and skills. These people can enrol for training on a part-time or full-time basis. As seen from Figure 2, the outflows from the PTP consists of training and of job applicants. The job applicants bypass the training system and apply directly for jobs.

The intermediate element "Enrolment" represents the process of selecting trainees from among the pool of applicants. The selection process is based on admission requirements and sometimes on competition among the applicants. Therefore, the inflow into the enrolment element will consist of training applicants who hope to satisfy admission requirements. And, the outflows from the enrolment element are the entrants into "Training" (those who have successfully passed the admission requirements or won the competition) and those who have failed.

The sub-system Training embodies all training delivery mechanisms. There are many different forms of training delivery, e.g. public and private training, initial and further training, retraining, youth and adult training, training provided in institutions and enterprises, on-the-job and off-the-job training and formal and informal apprenticeships. The inflow into the training sub-system consists of those training applicants who successfully passed the enrolment selection mechanisms. The training sub-system has two outflows: graduates who have successfully completed their training and those who failed the training programme (or drop-outs).

The other intermediate element, "Entry into Work", receives the flow of graduates from the training sub-system and also caters for the direct flow of job applicants from the PTP sub-system. This element has two outflows: those who successfully find a job and therefore participate in economic activity and those who fail to get a job and therefore return to the PTP sub-system.

The Economic Activity sub-system receives the flow of people who found a job. The sub-system's outflow consists of retrenched or retired people or those who enter PTP while still being employed (e.g. those who attend part-time training or evening courses or are granted paid educational leave).

In order to function effectively, each HRDU system component requires information from the three sub-systems. The information from each sub-system is processed through information processing mechanisms. They are represented in Figure 2 by numbers (1-4).

No. 1 designates "Vocational Guidance and Counselling" whose function is to analyse and disseminate information on employment prospects, skill requirements, working conditions and training opportunities. It also represents the gathering of information on the attitudes and aptitudes of a potential training population.

Furthermore, "Vocational Guidance and Counselling" serves the people undergoing training. For instance, it provides advice on alternative training paths and assists the employed in identifying ways to plan their careers. By orienting people's vocational choices, vocational guidance and counselling influence the flows of jobs and training applicants and therefore also training enrolment process and the process of entering employment.

No. 2 represents the processing of information on "Enrolment Planning". This information directly influences the training enrolment process and, consequently, the training sub-system.

No. 3 represents "Training Programming" which processes information on industry needs for qualified manpower. The training programming mechanism as an integral part of the training sub-systems reviews the training content required, and develops training curricula.

No. 4 stands for the mechanism which monitors "Labour Market Information". It gathers and disseminates information on employment opportunities, job vacancies and job-seeker mismatches.

The "Policy Formulation and Decision-making Body" (PFD) is not necessarily a well-defined and established entity. Its functions may be dispersed among HRDU system components yet they can also be carried out by agencies external to the HRDU. The PFD affects the HRDU's entire functioning. This paper's concept of the PFD is generally similar to the concept of the Manpower Development Planning Unit proposed by Dougherty.¹

The efficient functioning of the HRDU system depends upon different information and the manner in which this information is collected, processed, disseminated and used. Moreover, policy decisions concerning the goals of the system govern the plans of action of its components.

HRDU policy is complex and consists of a whole hierarchy of policies (Fig. 3), which govern the three sub-systems and the two intermediate elements. These policies are the potential training population policy, enrolment, training, entry into work and human resources utilisation policy. They determine the activities of corresponding sub-systems or intermediate elements. Figure 3 shows how these policies intersect. Obviously, they vary according to a country's socio-political and economic environment.

¹C.R.S. Dougherty: Labour Market Studies and Manpower Development Planning, Meeting of Experts on Methods of Training Needs Assessment, Turin, Italy, 26 September - 1 October 1983 (TP 1).

B. THE HUMAN RESOURCES DEVELOPMENT POLICY

The Human Resources Development policy is an integral part of HRDU policy and contains "Enrolment", "Training" and "Entry into Work" policies.

Figure 4 shows how HRD policy can be disaggregated into lower-level elements. With the help of quantitative and qualitative criteria these elements will be described in terms of their objectives on the one hand, and means to achieve them on the other. By using these criteria different national HRD policies can be assessed and possibly compared.

Another purpose of this analysis is to describe how co-ordinated, well-defined policies can help achieve smooth flows through the HRD system. Each policy will be analysed through the answers to a set of questions which will relate to the specific policy being discussed. (Please see always the corresponding section of the Checklist).

Ideally, an HRD policy has three major objectives:

- (a) to allow and encourage every person to develop his/her capabilities to work in his/her own best interest and in accordance with his/her own abilities and aspirations;
- (b) to satisfy the economy's needs for qualified human resources;
- (c) to aim at matching each worker to a job corresponding to his/her training and qualifications.

In summary, an HRD policy should facilitate the reciprocal relationships among the needs of the worker, the economy and the training system. Its three main components, namely enrolment, training and entry into work policies foster these reciprocal relationships and work conjointly to achieve a regulated, continuous flow from the application stage, through the training period and finally to the entry into working life.

Four factors are influencing the functioning and structure of an HRD system, namely: the legislation on HRD, the financing of HRD, the participation of government, employers and workers in HRD, and information on HRD.

- HRD legislation

Most significant decisions concerning HRD are embodied in a statute or in a legally binding text. The nature and form of these texts depend on the political, historical and cultural background of the country. HRD may be referred to in the Constitution, it may be the subject of a major Act of Parliament, or described in a Development Plan, which itself has the power of law. Usually, the responsibilities for the different HRD components are spelled out by law and specific ordinances govern HRD functioning and organisation. Often, provisions concerning HRD are included in collective agreements which have legal implications. The identification of this HRD legal framework is a prerequisite for analysing the conditions under which the Constitution, the Acts, the laws, the bills, the ordinances, the statutes and the collective agreements are enforced.

An interesting feature of an HRD legislation is how legal acts are realised and how their enforcement is monitored. The degree of flexibility

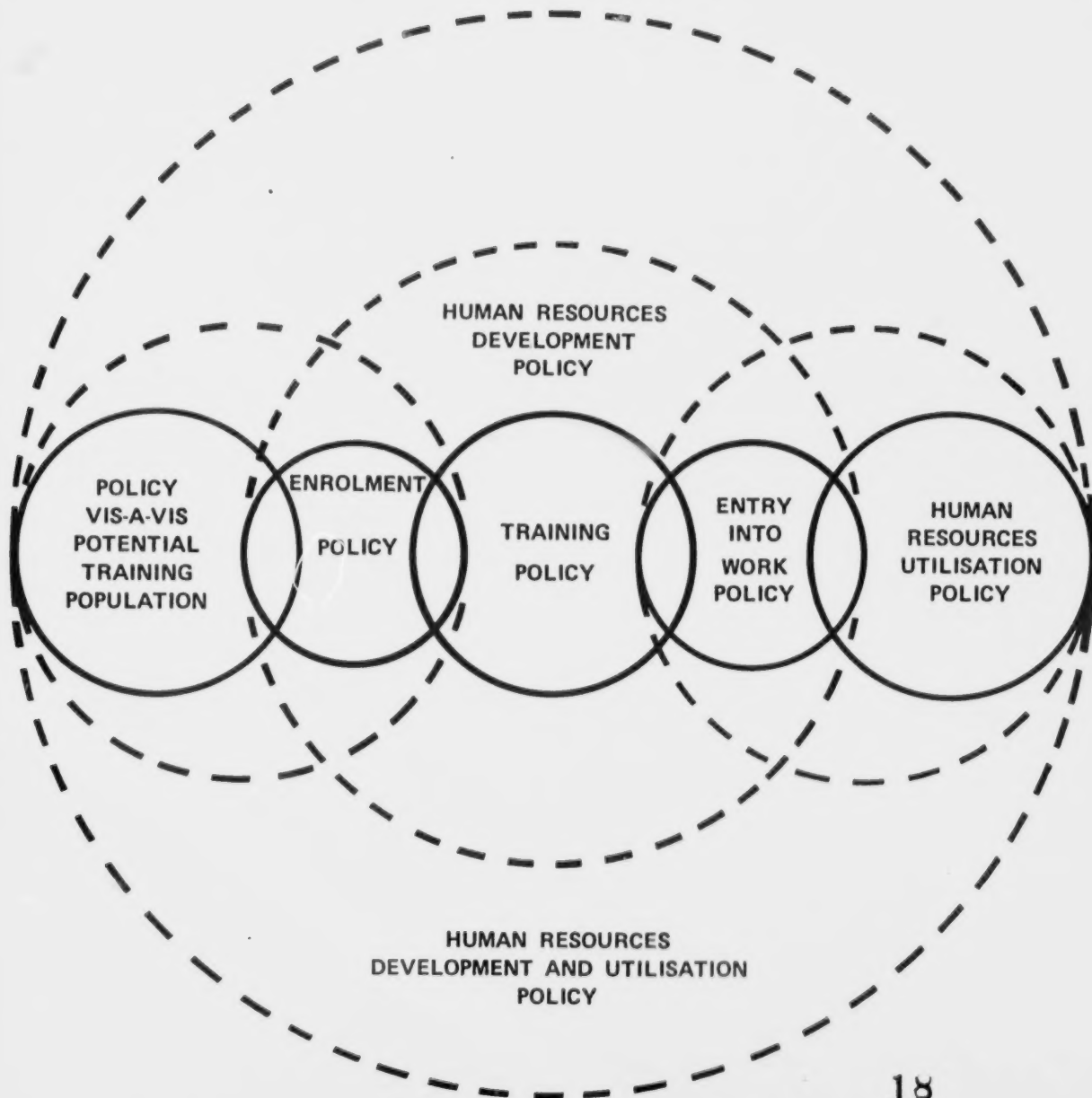


Figure 3

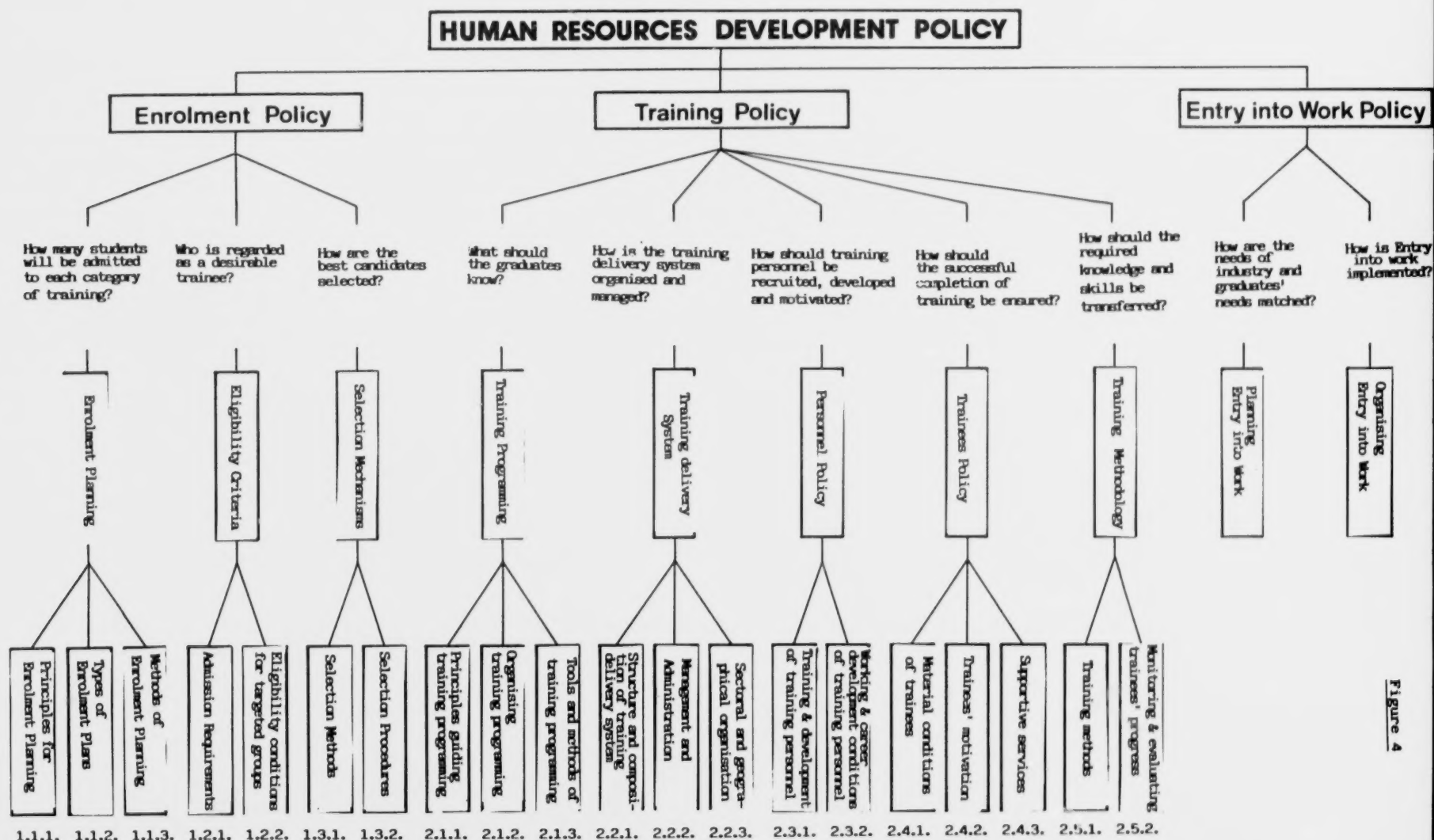


Figure 4

of legislation on HRD depends on how often the legal acts are reviewed and how regularly they are updated.

The most important aspect of an HRD legislation is to what extent employers' and workers' organisations are involved in preparation of HRD legislation and regulations.

The approach proposed is to trace the texts covering HRD and determine their impact on and relevance to the HRD's actual implementation.

A comprehensive review of the relevant legislation may be the starting point for evaluating HRD and it should be carried out within the context of the given country's national law and practice.

- Financing HRD

The financial resources allocated to HRD indicate the extent of the training efforts. The sources of finance and the distribution of the funds are informative as they show who makes the decision about HRD funding and what the training priorities are.

In principle, HRD funding may be dispensed from the national (regional/local community) budget, undertaken by the employers or borne by the trainees. Generally all these parties contribute to HRD funding.

Different forms and categories of training such as apprenticeship, vocational programmes in secondary schools, technical courses, higher education, further education, management development programmes in different countries, etc. may be financed from different sources by different means.

When funded by the State, HRD has to compete with all other programmes which receive government funding. HRD allocation and funding expressed as a percentage of the national or other budget would indicate its relative priority in overall public policy. Where the training costs are borne by employers and/or trainees, total outlays may be assessed as a percentage of payroll (sales revenue) or of income per capita.

Financing HRD cannot be interpreted in isolation from the other components of an HRD system, because data on HRD are of varying quality, the definition of aggregates differ cross-nationally and over time, and monetary changes make comparisons difficult. Besides these, all HRD policy components depend on their adequate financing. For this particular reason, questions related to the allocation of financial resources need to be examined through a detailed analysis of HRD components (see Checklist, Annex 1).

- Participation of government, employers and workers in HRD

The nature and extent of government, workers' and employers' participation in HRD are important factors to consider. This participation may take place at the legislative stage (where the legal status of HRD is established); at the policy formulation stage (where goals are set); at various planning stages (where priority objectives are determined); during the implementation phase, when training takes place; during the evaluation phase (where the adequacy of HRD in terms of effectiveness and efficiency is verified in order to make adjustments caused by the constantly changing requirements).

This participation is built into the structure of HRD and identified in HRD components, mechanisms and procedures. The participation is often legally defined, referred to in the rules governing the planning of HRD and the management of the delivery system, or specified in relation to training programmes and curriculum development.

Information about participation of the government, employers and workers in HRD should be examined, whenever feasible, when analysing individual HRD components.

- Information on HRD

Adequate information must be available and accessible so that major HRD functions can be implemented. At the policy-making and management levels, comprehensive information is required on HRD system capacity and organisation. Planners need information on manpower demand and supply and HRD inputs and outputs. Trainers are dependent upon reference materials to update their programmes and curricula, etc. in order to provide sufficient basis for effective decision-making and adequate information on HRD must be presented in an organised and coherent manner.

When a review of the quality and adequacy of the information on HRD is conducted, the reviewer should consider the variety and number of information users who require different information products, services and sources. It is often important that the information is collected rapidly as data quickly lose their relevance.

So far, the study has examined HRD as a system. It has described the interactions taking place between its components that regulate the flows of people in accordance with social demand and economic requirements. Each major HRD policy area, namely Enrolment, Training and Entry into work will now be disaggregated into their constituting elements and analysed.

1. ENROLMENT POLICY

Enrolment policy defines the desired flow of entrants to training. In order to be able to define this flow, the following questions (see Fig. 4) must be answered:

- How many students will be admitted to each category of training? The answer is provided by enrolment plans.
- Who is regarded as a desirable trainee? The answer is embodied in eligibility criteria defined by policy formulating and decision-making bodies.
- How are the best candidates selected from the applicants' pool? The answer is found in selection mechanisms.

Enrolment policy can be explicitly described through a policy paper, legislation or the like, or it can also be an implicit consequence of existing rules and practices which are applied to the enrolment process. Regardless of its form, enrolment policy includes enrolment plans, eligibility criteria (i.e. the conditions that the applicants have to meet) and a selection mechanism by which the applicants are selected.

Enrolment policy is usually formulated at national or regional level. Private training institutions may have their own enrolment policies.

Enrolment policy takes various forms for different types of training, in different sectors for different types of public or private institutions.

The way Enrolment policy is dealt with at this broad level can give indications of the importance given to certain HRD social and economic objectives. For example, some HRD social and economic objectives include encouragements of equal opportunity for all applicants to enrol for training or contributions to meeting economic priorities (e.g. rural economic development).

1.1. Enrolment Planning

Enrolment plans are critical elements of an enrolment policy since they usually determine the number of training places in each category of training. Nature and type of an enrolment plan depend upon certain enrolment planning principles, local, regional/state or national levels, time perspectives and different techniques and methods that can be used in policy planning. To develop each type, a variety of methods is available. Enrolment plans often suggest a country's priorities with regards to who should be trained and what economic sector should receive priority attention in terms of human resources.

1.1.1. Principles of Enrolment Planning

Enrolment planning can be based on the individual's demand for training, the economy's need for qualified manpower and the society's aim to remedy social problems. Generally, these different principles are not exclusive and rather complement each other. However, their aims may be contradictory.

When the individual demand is the most important factor, enrolment plans are based on the assessment of the individual's preferences. In such cases the needs of the economy may play only an indirect role and the rational economic perspective on the individual's part may not be the prime motivation for an application to a training institution. Instead, such factors as "what is in vogue", "what occupation is prestigious" or "the prestige of the training institution" may be the most significant determinants of the individual's enrolment application.

In the second case, however, enrolment plans are directly based on the manpower needs of the economy, perceived as the major priority. Such enrolment planning can be found in both centrally planned and market economies, although the methods used for evaluating the country's manpower needs and devising enrolment plans certainly differ.

Thirdly, enrolment planning may take into account social policy objectives. For instance, training may be regarded as a means of combating unemployment. This social function of training is becoming increasingly important, especially in countries with high unemployment.

Whether they are explicit or implicit, principles of enrolment planning define the types of enrolment plans and the methods used for their development.

1.1.2. Types of Enrolment Plans

There may be a diversity of enrolment plans. Depending on the nature of the economic system - planned or market - these plans may provide either

mandatory or indicative figures. They may also simply reflect the intake capacity of an HRD system or project the adjustments of HRD resources due to changing economic and social demands. In countries where the apprenticeship system is highly developed, enrolment plans would provide guidance to enterprises on their direct participation in the training effort.

Depending on the time horizons they cover, the enrolment plans may be "current", "short-term", "medium-term" or "long-term". Time horizon definitions depend largely on general planning methods and practices of the country.

Furthermore, the enrolment planning will also depend on how the training delivery system is organised. Enrolment plans may give more precise information when training is primarily carried out in institutions than when the major responsibility for training is borne by specific branches of an economic activity. This will also be the case for the enrolment plans which cover initial training as compared to those which address further training.

The current and short-term enrolment plans govern the actual admission into training and are prepared at the training institution level. These plans usually take into account such factors as individual demand, the assessed needs of the labour market (taking into consideration the duration of training for a given category of training), and the institution's human and material resources. The time span of these plans is generally limited to 1-2 years. The data in these plans are highly disaggregated.

The medium-term enrolment plans usually are linked to national, regional or a sectoral economic and social development plans. They also give guidance for planning the training of training personnel and for the opening of new training facilities.

Where long-term enrolment projections are available they are highly aggregated and may include plans of the future training system development. They can also provide guidance for allocating training resources and identify new sources of financing training. These various types of enrolment plans are assumed to be co-ordinated.

1.1.3. Methods of Enrolment Planning

Planning methods range from the most simplistic to the most sophisticated. The choice of methods used depends on the sophistication of the planning apparatus and on the availability and reliability of statistical data on economy, demography, education and labour market.

If enrolment plans are based on estimates of training needs, other factors such as drop-out rates, duration of training for different categories of training, individual demand for training and capacities of training delivery systems are taken into account.

Current and short-term enrolment plans are prepared on the basis of information on training capacities provided by training institutions, on needs for skilled manpower (training needs) provided by enterprises and on data of individual demands for training. This information is processed with the help of direct calculation using the simplest models.

Medium-term enrolment plans are based on medium-term forecasts of manpower demand and manpower supply. They are devised by extrapolating

previous enrolments or by using manpower forecasting techniques based on economic and technological forecasts. These quantitative forecasts could be complemented by in-depth sectoral employment and occupational studies.

Where long-term enrolment plans exist, various analytical methods are used to aggregate data on a national level. The methods applied are usually econometric models or cross-national comparisons.

A review of enrolment planning methods may indicate their effectiveness and show their deficiencies; it can also show whether the methods are commensurate with available resources and technical capabilities.

1.2. Eligibility criteria

Eligibility criteria work like a filtering mechanism determining who may be admitted to training. In some cases they are defined by some form of legislation. Eligibility criteria may consist of minimal, basic requirements or they may be very specific, numerous and deterministic. Those that impose no conditions regarding a person's health, age, financial state, educational background, etc. lead to a virtually "open admission". On the other hand, specific eligibility criteria demanding satisfaction of many conditions, mean a "restrictive admission". When the number of applicants exceeds the number of training places which cannot be expanded, either additional criteria could be introduced to reduce the number of eligible applicants or selection procedures are used to identify the potentially most successful trainees among all the applicants.

Special schemes or training programmes geared to the unique needs of certain identified groups usually have distinct eligibility criteria which reflect the particular characteristics of the targeted group. Hence, for an applicant to be admitted to a specialised training scheme, the applicant has to meet special prerequisites and portray the characteristics expressed through the eligibility criteria. Applicants who meet the eligibility criteria and can demonstrate special needs, may then receive priority treatment and special attention in training.

1.2.1. Admission requirements

Admission requirements are applied to all candidates and may be nationally, regionally or sectorally determined. They may include requirements regarding age, health, mental and physical abilities, psychological aptitudes, knowledge, qualifications and/or experience. These requirements define the pre-requisites needed for a successful completion of training. For instance, an applicant for training in watch-making or repair may be requested to have a certain level of eye sight. Admission requirements are designed to single out the appropriate applicants and to increase the probability that training resources will not be wasted on trainees who either drop out of training or who fail to meet training standards and expectations.

1.2.2. Eligibility conditions for targeted groups

Training programmes are often developed for specific groups of people, or these groups are given preferential treatment to facilitate and encourage their enrolment into existing programmes or institutions. In these cases, special eligibility conditions may be applied to ensure that members of

these groups are enrolled and to encourage their greater representation in a training programme.

For instance, special eligibility criteria are applied in remedial training schemes for unemployed, disadvantaged youth. These conditions might stipulate that applicants are unemployed, 16 to 25 years old and living below the poverty line. Such special eligibility conditions may be used in order to enrol, for instance, a greater proportion of girls or women into a training programme. Other eligibility conditions may also legitimise preferential treatment of groups of individuals such as women who have raised a family and for whom the admission requirement of an age limit may be waived.

1.3. Selection mechanisms

The aim of selection mechanisms is to select the best from those applicants who meet the admission requirements and/or the eligibility conditions or simply to classify them according to their knowledge and abilities. Selection mechanisms depend on what methods are used and how the selection is organised and implemented. They may be officially established, or on the contrary, organised on an ad hoc basis. There also may be different patterns of conditions and responsibilities in selection of trainees from training authorities, employers' and workers' organisations. Appropriate selection mechanisms ensure that all candidates are considered.

1.3.1. Selection methods

Selection methods determine how students are selected from the applicants and they may be very simple or very elaborate. Selection of an applicant who meets the admission requirements or the eligibility conditions may be simply made on the basis of a written application: in this case the selected students are those who are the first to have applied until the vacant training places are filled. More sophisticated methods may be used. Personal interviews, written and oral exams and practical exercises may help in assessing the applicant's knowledge, aptitudes and skills. Their attitudes and behavioural characteristics may be identified by means of psychological tests. The number of applicants, compared to the number of training places offered may also affect the chosen selection method. Often a combination of selection methods is used.

Elaborate and clearly established methods can help in selecting the potentially most successful students. They can also help trainers to design training programmes which correspond to students' abilities and needs. Furthermore, selection methods should give some indication to applicants on their admission probability.

1.3.2. Selection procedures

Trainees selection can be organised in different ways. It may be done by a training institution or an enterprise, or be their shared responsibility. This distinction is important because the distribution of responsibility and the power of decision-making may affect the training delivery system's performance and the quality of its graduates.

When a training institution selects its trainees it usually determines trainees suitable for a training programme and identify the training programme that best meets the applicant's needs. The selection may be done

by the training institutions's own staff or by independent experts or organisations. It may occur during a fixed period or be an ongoing process. The selection procedure should guarantee that applicants are informed about the application procedures, evaluation and enrolment decisions.

When enterprise selects trainees, the selection procedures determine the role played by the management and by the workers' representatives. This is particularly relevant in the case of further training and retraining. The selection may be organised on an ad hoc basis or be a regular procedure defined in collective agreements.

2. TRAINING POLICY

Training policy is an integral part of HRD policy and is closely linked to enrolment policy. It has two equally important objectives: (a) to effectively and efficiently produce the desired flow of appropriately qualified and skilled graduates who could productively contribute to economic development; (b) to provide trainees with knowledge and skills, needed to understand and influence the working and social environment.

To pursue these goals, a training policy consists of several components or sub-policies which determine directions, priorities and methods of training.

These policies may be regarded as a set of answers to the following questions:

(1) What should the graduate know?

The answer is given by training programming which defines the scope and level of knowledge, skill and competencies expected to be achieved by the enrolled trainees at the completion of their training.

(2) How is the training delivery system organised and managed?

The answer is contained in descriptions and definitions of the structure, organisation and management of the training delivery system.

(3) How should training personnel be recruited, developed and motivated?

The answer deals with issues of training personnel development and utilisation, i.e. with personnel policy.

(4) How should the successful completion of training be ensured?

The answer concerns conditions affecting trainees and their performance, i.e. trainees policy.

(5) How should the required knowledge and skills be transferred?

The answer explains and determines the methodology of training as well as monitoring of training progress and achievements.

2.1. Training programming

Training programming defines the level of knowledge and skills the graduates should achieve in order to be satisfactorily and productively

integrated into work. In other words, it translates manpower requirements into types and levels of knowledge and skills. How training programming is organised differs from country to country; it is either implemented on a national level by government regulatory bodies or a local level by, for instance, a training institution. Its implementation may involve representatives from industry, professional associations and trade unions.

Methods of training programming should be appropriate to national conditions, i.e. to the country's socio-economic and political structure, cultural environment, the organisation and structure of the labour market, industrial relations, etc. As a result of training programming, curricula and syllabi may be developed.

Occupational and training classifications or trade standards are useful tools for training programming.

2.1.1. Principles guiding training programming

These principles state the objectives towards which the training programming should be oriented. They would indicate whether the emphasis is given to initial or further training, to training in urban or rural areas, etc. They would also provide guidance to the level and scope of training, whether it should be broad in nature (so as to prepare a trainee for a range of occupations) or whether it should be highly specialised (to meet specific job requirements). Another principle may indicate the aim of a training programme (whether it is geared towards employment or preparation for entry into more advanced training). In some cases training programming takes into account resource limitations (financial, physical and human).

2.1.2. Organising training programming

Training programming is well organised if responsible bodies or institutions as well as all participants associated with the process are identified and their duties and the links between different bodies are clearly established. Organisations such as government and local educational and training authorities, employers' organisations, trade unions and professional associations may directly influence training programmes by establishing their contents. That may improve the relevance of training to the trainee's future productive work.

2.1.3. Tools and methods of training programming

Job descriptions, occupational dictionaries and classifications and collective agreements are useful tools in training programming. However, these tools have drawbacks since they have not been specifically developed for training programming purposes. In most cases they are devised for employment planning, for statistical purposes or as a basis for wage policy. Also, these tools usually cannot be directly applied, except in rare cases, as there is no unique relationship between a training programme and occupation or vice versa. A particular training programme may lead to a range of occupations. Alternatively, people with different training may work in the same occupation.

Training classifications or training standards are useful supplements to the above-mentioned tools. However, the use of training standards does not necessarily solve the problem of the vague, loose relationship between occupation and training.

Training standards indicate the scope and level of skills and knowledge expected from graduates of various training programmes. In a sense, training programming could be considered a translation of training standards into: the content and duration of training; the level of performance that is to be attained after training; the facilities and equipment needed; the parts of training provided by institutions and by enterprises; the work experience required; the training methodology to be applied; the monitoring and evaluation of a particular training activity and finally the certification to be issued on successful completion of training.

Methods of training programming may be formal and well established or simply ad hoc. In any case, their quality plays an important role in developing relevant training policies.

2.2. Training delivery system

A training delivery system embraces all of the training capacity of a country, i.e. not only training institutions but also training resources available in the enterprises. The system is generally a highly heterogeneous entity which includes public and private institutions which are either independent or report to various national educational and training authorities. It provides initial and/or further training to young people and adults in all sectors and at all levels of occupations and skills.

An important characteristic of a training delivery system is its structure which can be analysed from different points of view: the types of vocational education and training; the perspective of its administration and management or finally sectoral and geographical comprehensiveness.

The effectiveness of the system largely depends on how its structure corresponds to the goals of an established HRD policy, i.e. to the needs of the society, the economy and the individual.

2.2.1. Structure and composition of a training delivery system

Vocational education and training is offered by different types of institutions and programmes. A training delivery system includes vocational training centres, vocational schools, remedial schools, technical and technological institutes, management development institutes as well as universities and institutions for postgraduate studies. In addition, apprenticeship schemes and training activities in the enterprises both on-the-job and off-the-job are also included. These training capacities cover either initial or further training or both.

The type of vocational education and training defines the character of professional activities of graduates. In a broad sense, three different types or steps of vocational education and training may be distinguished. Training institutions or programmes of the first type or the first step prepare skilled workers. They include for example vocational education and training programmes in some high schools and in "non-collegiate post-secondary schools with occupational programmes" in the United States, apprenticeship schemes in the FRG, the United Kingdom and Denmark, secondary professional-technical schools in the USSR, on-the-job training, etc. Training institutions of the second type or the second step prepare technicians. They include community and technical colleges in the United States, Middle-Technical Schools in the Netherlands, Lycées Techniques in

France, Technicums in the USSR, etc. Graduates of institutions of the third type or the third step obtain higher education which is provided for example by four year colleges, universities and polytechnical institutes in the United States, by universities and Ecoles Superieur in France, by post-graduate studies throughout the world and so on.

The level and the volume of skills and knowledge of graduates of each type of training institution depend to a great extent, but not exclusively, on the accumulated length of their training.

After graduation from an institution of a certain type, the graduate can either start work for which he or she is qualified or proceed to the next step of training.

The structure of training delivery systems is characterised by the types of vocational education and training institutions, the corresponding lengths of training and the possible paths of transfer from one step of training to another. A hypothetical structure of a national training delivery system¹ is shown in Figure 5.

Training capacities may be assessed quantitatively in terms of the number of: institutions of different types, training places provided during a given period, graduates produced, training programmes offered, apprentices in apprenticeships and hours of training delivered. Other quantitative indicators could be ratios, as in initial training, the number of training places offered to total number of young people of a given age group, the number of trainees enrolled per thousand youth enrolled in general secondary education or the number of training places offered per thousand youths completing compulsory education. Ratios for further training encompass, for example, the number of adults undertaking further training per thousand people in the labour force, etc. However, comprehensive quantitative data are often not available, except in planned economies or in countries where training is highly centralised. Moreover, even where such data exists they are rarely regularly collected so as to generate time series data that could facilitate comparative analyses.

The outline of the structure and composition of a training delivery system can be found in directories which describe training institutions and their programmes. Such directories provide information on the training offered, on capacity limitations, duration of training, training staff, workshop places, certificates or diplomas and boarding and lodging facilities.

2.2.2. Management and administration

Public training delivery system may be under the auspices of a ministerial department or body. This department or body would supervise the training delivery system's activities, control the system's overall co-ordination, the allocation of its resources and the monitoring of its operation. The management and administrative functions and responsibilities may also be dispersed among several ministries as well as local authorities. Even if the training delivery is managed privately, it may still have to report to a national co-ordinating body.

¹ This hypothetical structure was prepared on the basis of "Patterns of Vocational Training in Six EEC Countries", published by City and Guilds of London Institute, London, 1978.

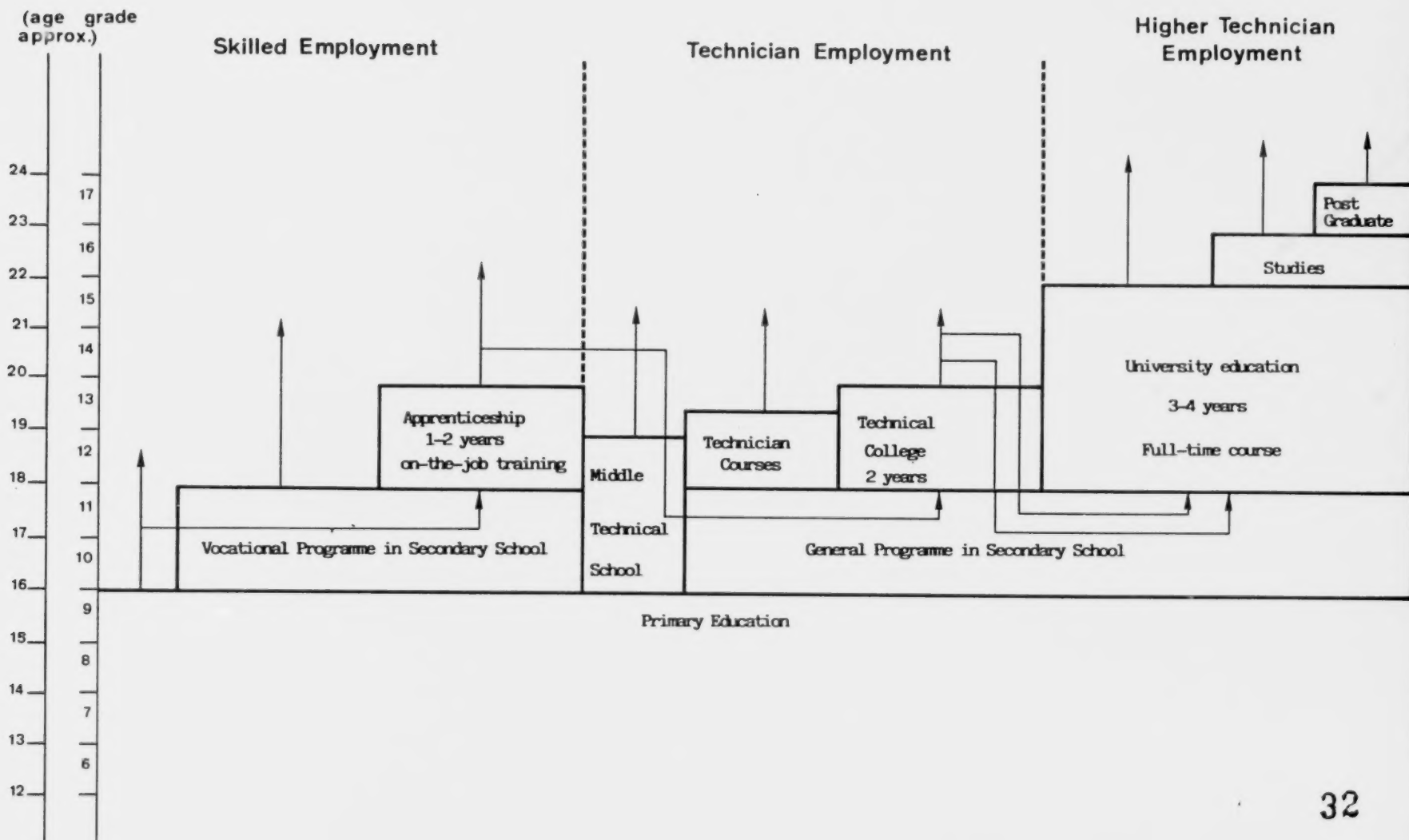


Figure 5

The source of funds for the training delivery system will significantly influence the nature of its management and administration.

2.2.3. Sectoral and geographical organisation

The training delivery system, or some of its elements, may be organised on a sectoral basis to meet the needs of the specific sectors. The sectoral organisation helps the delivery system to respond rapidly to changing sectoral requirements. However, sectoral organisation may cause duplication of training efforts and therefore underutilisation of the training capacity and lower cost-effectiveness.

The geographical distribution of training institutions should, ideally, ensure equal access to training opportunities for the population as a whole. However, there are limits to geographic expansion of training capacities. Nevertheless, geographical inequities should be minimised as far as possible; they may be corrected, for example, through the provision of adequate boarding and lodging facilities.

2.3. Personnel policy

Successful training policy implementation depends on the availability and qualifications of the staff, and on its motivation. The training staff includes trainers, instructors, etc. and other personnel (those responsible for planning, management, administration, organisation and evaluation of training, etc.).

Therefore, training personnel policy pursues two major objectives. The first is to ensure that adequate number of staff with necessary qualifications is available. The second is to motivate personnel not only to perform in a best possible way under given circumstances but also to further improve its performance.

Usually, personnel policy is implemented by a special body within the training administration-personnel department.

2.3.1. Training and development of training personnel

Trainers have to meet three general conditions: (a) they should have technical knowledge and skills which are related to a particular trade or occupation; (b) they should also have the pedagogical and methodological qualifications to train students; and (c) trainers should possess professional, practical experience acquired through work in the trade.

Trainers must also have access to further training opportunities in order to improve their qualifications and to keep abreast with technological developments and changes in work organisation (not only trainers but also all other personnel involved in training should have access to training and further training opportunities).

Training of trainers follows the same rules as training in general, and includes, therefore, important components like planning, programming, delivery system and its management and so on.

2.3.2. Working and career development conditions of training personnel

Working and career development conditions of training personnel significantly influence the effectiveness of training. Proper conditions

help attract and retain competent training personnel, ensure training personnel a recognised status in society, an adequate level of remuneration (comparable to that of personnel with similar qualifications in the civil service and in enterprises), and career development prospects.

2.4. Trainees policy

Trainees policy is applied by the society towards trainees. Its objective is to ensure successful completion of training by the enrolled student. This requires adequate material conditions of trainees, adequate trainees' motivation and adequate support services. In many cases there exists a special body within training administration responsible for implementing trainees policy.

2.4.1. Material conditions of trainees

Trainees often require financial support and satisfactory living conditions support during their training. They may be given a training allocation, stipends, grants or loans which would cover trainees estimated expenses including, where necessary, board and lodging. Financial support may also cover student's transportation to and from the training place and their personal maintenance and medical care.

2.4.2. Trainees' motivation

Trainees may be given appropriate incentives as rewards for good performance. These incentives may be stipends, better employment prospects at completion of study or a possibility to enrol in higher levels of study. A competitive spirit among trainees may also contribute to trainees' motivation.

To motivate students, their progress should be regularly monitored and the monitoring should lead to corrective actions.

2.4.3. Support services

Support services may help improve trainees performance, especially when trainees have difficulties for whatever reason. These services can include guidance and counselling, medical help, tutoring opportunities, remedial training and educational facilities. Such services may increase the rate of successful completion of training.

2.5. Training methodology

Training methodology is a composite term which refers to the approaches and methods adopted to impart knowledge and skills. Training methodology covers designing, implementing and evaluating theoretical and practical training activities in the classroom and workshop. It also includes preparing, using and evaluating the teaching and training materials required.

Training methodology must be adapted to trainee's characteristics and needs, training objectives and material conditions of the training process. It should also take into account the environment in which training activities take place. A special body responsible for training methodology research and development exists in many countries.

2.5.1. Training methods

Training methods cover techniques and systematic procedures used in carrying out training activities. They may be classified according to different typologies into several major categories. These categories include: (a) group training, when trainees are taught together; (b) individualised training, when each trainee acquires knowledge and skills in accordance with his/her abilities, needs and personal pace; (c) self-instruction methods used independently by trainees learning without a direct help from an instructor. According to another typology training methods may be comprehensive i.e. covering all aspects of a trade, or modular, i.e. dividing the entire training content into independent units. Specific training methods may take the form of a traditional lecture, a demonstration by instructor followed by practical work done by trainee under the supervision of instructor, of lessons with the use of teaching aids and techniques and of case studies to develop the trainee's problem-solving ability.

An analysis of various training methods and techniques may provide useful information about the development of training. This exercise could be supplemented by reviewing reference and training materials used by trainers and trainees.

2.5.2. Monitoring and evaluating trainees' progress

Training methodologies generally embody mechanisms and procedures to monitor trainees' progress and performance.

Monitoring and evaluating trainees' progress have two major objectives. The first is to provide the trainer with information about difficulties that the trainees may have. This would help him to adapt the pace of the training programme, to use other training methods or to take other measures to improve the trainees' performance. A trainee can also benefit from this information to test his progress and to identify what additional tuition may be required.

The evaluation may already start with pre-testing the candidates whether they meet the requirements to undertake the training programme. This is followed by regular monitoring of the trainee's progress, by comparing his actual and the prescribed level of achievement. A positive final evaluation may lead to a formal recognition of trainee's achievements through appropriate certification.

3. "ENTRY INTO WORK" POLICY

A major objective of "entry into work" policy is to provide every graduate an access to a job which corresponds to his/her skills and knowledge. At the same time this policy should ensure that jobs are filled by workers who meet the necessary requirements. Another objective is to ease the integration of graduates into working life.

The "entry into work" policy is defined by answers to the following questions:

1. How are the needs of industry and graduates matched?
The answer lies with planning "entry into work".

2. How is "entry into work" implemented?

Organising "entry into work" gives the answer to this question.

For the graduates from initial training, "entry into work" represents their first wage employment or income-generating activity. Similarly, with unemployed adults who have completed a retraining programme "entry into work" means finding a job or being self-employed. The acquisition of skills and knowledge does not by itself secure employment. Thus "entry into work" policy defines how graduates obtain access to a gainful activity.

The employment situation for already employed persons who have completed a further training programme is different. Their primary concern is to use their new skills and knowledge in improving their working and financial conditions with broader responsibility and better career prospects.

Measures contributing to satisfactory "entry into work" may usefully be integrated into a training programme. In institution-based initial training programme, trainees may be given the opportunity to work in enterprises to acquaint them with actual working conditions and working environment. These enterprise contacts facilitate trainees' future integration into work.

"Entry into work" may be organised by public or private placement services or may rely on the graduate's initiative.

3.1. Planning "Entry into work"

"Entry into work" planning consists of identifying the economy's manpower needs and matching graduates with these needs. The most reliable source of information on manpower needs is the labour market with its information on employment opportunities.

"Entry into work" planning depends on the nature of economic and social planning existing in the country and more specifically on the nature of employment planning.

3.2. Organising "Entry into work"

The "entry into work" process may be organised in a variety of ways. There are different rules and procedures which govern this process; there may exist public and private services assisting graduates to find appropriate jobs and helping enterprises to identify suitable graduates.

The types of employment services, rules and procedures that govern the entry into work process vary according to the country's socio-economic system and level of development.

The "entry into work" may be determined and organised during the enrolment process when enrolment is linked to specific jobs. The "entry into work" process may also occur during training, if enterprises are collaborating with training institutions. In most cases, however, the matching of demand and supply takes place after graduation of the trainee and is regulated by the labour market.

To be consistent with the previous parts of this study, dealing with enrolment and training policy, "entry into work" policy and its components

should be disaggregated further to cover such aspects as employment data collection, monitoring job vacancies, employment services functioning, recruitment policy, special employment programmes, etc. This disaggregation would lead to analysing the utilisation aspects of the Human resources development and utilisation policy, i.e. the employment policy. Such an analysis is beyond the scope of this study.

C. CONCLUSION

This study proposes an approach for describing an HRD policy in a uniform manner. It aims to identify how the various HRD policy components interact and contribute towards attaining HRD policy goals.

As quantitative data are often unavailable the study emphasises the use of qualitative indicators. Nevertheless, when figures exist they certainly should not be ignored. To avoid distorting the picture, both quantitative and qualitative indicators should be used together whenever possible.

To be meaningful and effective, formulation and implementation of policy must be institutionalised. This would ensure that the system has the capacity to adequately respond and adjust to changing manpower requirements. These functions, especially in developing countries, are institutionalised to varying degrees.

The analytical framework presented in this study may be used for different purposes. It should help training policy-makers and managers assess the state of development of the HRD system. It should also help in diagnosing critical HRD areas that require intervention. The attached checklist, divided in separate components corresponding to the structure of this study, should help the analyser to identify problem areas that may require specific attention.

CHECKLIST

for analysing

Human Resources Development Policy

This checklist is an operational tool for analysing HRD. It consists of questions relevant to each HRD policy component. In addition, the checklist helps in assessing HRD policy areas and components by using a simple rating scale based on an interpretation of the answers to each question.

The analysis of the answers should show whether the goals of the major HRD components are well defined, to what extent the means of action are adequate in attaining these goals and how the various components contribute to the effectiveness and efficiency of the system. The analysis should also indicate which policy areas or components need attention and its extent and urgency.

The rating proposed uses a 1 to 10 scale; 1 stands for the most unsatisfactory and 10 for the most satisfactory assessment. This scale covers five distinct levels of evaluation of the state and conditions of the major component concerned. There is no rating for the questions related to legislation, financing, participation and information since these issues are covered by questions which describe the other components. The scale consists of the following ratings:

1 & 2 - Completely unsatisfactory

Definitions of goals and means of attaining them do not exist. Policy component is either non-existent or totally ineffective. Urgent attention and improvement are required.

3 & 4 - Unsatisfactory

Goals are vaguely defined and means of attaining them are poorly developed. Policy component may exist but is either under-developed or ineffective. Major corrective action is required.

5 & 6 - Acceptable

Goals may be defined but means of attaining them are either insufficient or underutilised. Policy component exists but is severely constrained. Corrective action is required.

7 & 8 - Satisfactory

Goals are defined and means of attaining them developed. Policy component is generally adequate but its effectiveness and efficiency should be improved.

9 & 10 - Completely satisfactory

Goals are clearly defined and means of attaining them entirely effective and efficient. Policy component is well developed and fully attain the goals.

Depending on the evaluation's purposes, the score for each major component may be either aggregated for each policy area or stand on its own. The evaluation presents an overview of the strengths and weaknesses of the HRD policy, although some arbitrary judgements and subjective ratings may be made. There are two rating possibilities for each of the five levels of evaluation to make the assessment more precise.

HRD Legislation

- (1) What is the legal basis governing HRD policies, (i.e. enrolment, training and entry into employment policies)?
- (2) What is the legal basis governing HRD components (e.g. training personnel policy or admission requirements)?
- (3) How are these legal acts and legislation enacted upon and is their enforcement monitored?
- (4) Is HRD legislation reviewed over time (i.e. regularly updated)?
- (5) Are employers and workers participating in the preparation of HRD legislation and regulations?

Financing HRD

- (1) Are there comprehensive data on HRD expenditures?
 - What is the share of HRD expenditures in GNP?
 - Over a period of time (e.g. 15 years), how does the growth of HRD expenditure compare with the GNP growth (in real terms)?
 - What is the share of HRD expenditures in an average household budget?
- (2) Are there provisions for HRD in the national/local budget?
 - What is the percentage of HRD allocations in the national/local budget?
 - How did this percentage evolve over a given period of time (investment/recurrent - among HRD components - by level-geographic-by sector)?
- (3) How are the following different forms and categories of training financed?
 - apprenticeship?
 - vocational programmes in the secondary education?
 - higher education?
 - further education?
 - management development programmes?

(4) Is there a levy/grant system to finance training?

- What are the amounts collected per year? _____
- What are the amounts granted per year? _____
- Is the rate of the levy adjusted to compensate for a decrease
in the collected amount or are other sources of funding used?

(5) Are employers reporting their training expenditures?

- What are the HRD expenditures as a percentage of payroll
(sales revenue)?
- Does the government subsidise employer training expenditures
through fiscal incentives and/or tax deductions?

Participation of government, employers and workers in HRD

- (1) Is the role of government, employers and workers in HRD institutionalised and clearly defined?
- (2) Is a change in government likely to lead to sharp changes in HRD policy?
- (3) Is collaboration between government, employers and workers in HRD valuable and effective?
- (4) How is the participation of government, employers and workers in HRD organised?
 - at the national level?
 - at the regional level?
 - at the local community level?
 - at the sectoral level?
 - at the industrial branch of activity level?
 - at the enterprise level?
- (5) Are employers and workers sharing with government the decision-making power or is their participation only nominal in matters related to HRD
 - policy formulation?

- planning and programming?
- implementation?
- evaluation?

(6) Does this equally apply to initial training and to further training?

(7) Which workers' and employers' bodies participate in the HRD policy formulation process?

Information on HRD

- (1) Is there a national information and documentation centre or unit responsible for HRD related matters or training?
- (2) Is information readily available at the national level on:
 - legislation on training?
 - financing of training?
 - training institutions?
 - training staff?
 - training programmes?
 - trainees?
 - training materials?
 - training innovations?
- (3) Is the information on HRD related matters available to workers and employers?
- (4) How and to whom is information on HRD disseminated?

1. ENROLMENT POLICY

- (1) Is the enrolment policy, at the national level, defined in any general policy paper or in legislation (how, where and what does it encompass)?
- (2) How are government, employers and workers involved in the formulation of the enrolment policy?
- (3) Is information on enrolment policy available to the public (where, how and in what form)?
- (4) How is enrolment policy related to other social and economic policy objectives?

1.1. Enrolment planning

- (1) Are the numbers of students admitted to each category of training determined by enrolment plans?
- (2) To what extent do government, employers and workers participate in preparing enrolment plans?
- (3) Are enrolment plans strictly normative or are they indicative?

1.1.1. Principles of enrolment planning

- (1) Are the enrolment plans primarily based upon individual needs, economic needs, or upon social policy objectives?
- (2) What is the relative importance of these principles?
- (3) Are these principles agreed upon by government, employers and workers?

1.1.2. Types of enrolment plans

- (1) Must enrolment plans be strictly adhered to or are they indicative?
- (2) Do enrolment plans strictly represent the intake capacity of the training institution?
- (3) Do enrolment plans reflect manpower needs of the economy?
- (4) Are there current and short-term enrolment plans at the level of training institutions, enterprises?
 - What are the enrolment figures for initial training? _____
 - What are the enrolment figures for further training? _____
- (5) Are there medium-term enrolment plans for:
 - (a) training institutions?
 - (b) training in enterprises?
 - (c) initial training?
 - (d) further training?
 - What are the forecasted enrolment figures for:
 - (a)
 - (b)
 - (c)
 - (d)

(6) Are there long-term enrolment plans for:

- (a) training institutions?
- (b) training in enterprises?
- (c) initial training?
- (d) further training?

- What are the projected enrolment figures for:

- (a)
- (b)
- (c)
- (d)

(7) Do training institutions have enrolment plans?

(8) Do enterprises have training enrolment plans?

(9) Are enrolment figures aggregated into enrolment plans:

- at the regional level?
- at the national level?

(10) Are enrolment plans devised for:

- initial training?
- further training?
- retraining?

(11) Are there enrolment plans specific to any sector of the economy?

- To any occupational category?

(12) Who approves the enrolment plans?

(13) What is the time lag between formulation of the enrolment plans and its final approval?

1.1.3. Methods of enrolment planning

- (1) Are enrolment plans developed using coherent methodologies or are they simply ad hoc?
- (2) Do training institutions keep statistical records of enrolment numbers?
- (3) Do training institutions use statistical data for enrolment planning?
- (4) What manpower forecasts are available for development of enrolment plans?
- (5) Is there labour market information available for enrolment planning?
- (6) What methods are used to forecast manpower figures?
- (7) How comprehensive are projected enrolment figures:
 - at the national level?
 - at the regional level?
 - at the sectoral level?

- (8) How do employers and workers contribute to enrolment planning?
- (9) How do potential applicants find out about the institutions' enrolment plans and/or policy?
- (10) Who is responsible for enrolment planning?
- (11) Is there a clear relationship between the methods of enrolment planning and the existing types of enrolment plans?
- (12) Are methods of enrolment planning relevant to the principles governing enrolment plans?

Overall assessment of enrolment planning (1.1)

To what extent are you satisfied with the state of art and existing practice of enrolment planning at the assessed level?

1	2	3	4	5	6	7	8	9	10

1.2. Eligibility criteria

- (1) Are eligibility criteria set by some form of legislation?
- (2) How consistent are eligibility criteria with the objectives of the enrolment policy?
- (3) Is there a national effort toward enrolling targeted groups with special needs into training schemes?

1.2.1. Admission requirements

- (1) Are there admission requirements which are universally applied to all applicants for a given category of training?
- (2) Are these universally applied admission requirements:
 - nationally determined?
 - regionally determined?
 - sectorally determined?
- (3) Do admission requirements relate to
 - age?
 - gender?
 - health?
 - educational background?
 - aptitudes and abilities?
- (4) Are these admission requirements complemented by other selection admission criteria which are made necessary because of limitations in training places?
- (5) How are government, workers and employers involved in devising admission requirements?

1.2.2. Eligibility conditions for targeted groups

- (1) Are there targeted groups which receive preferential training treatment?
- (2) What is the basis of this preferential treatment?
- (3) Is resorting to specific eligibility criteria a common practice to define the desirable trainees?
- (4) Are there eligibility conditions which promote the participation of women, the handicapped, migrants, cultural minorities or others?
- (5) Who decides on specific eligibility criteria?
- (6) Are these eligibility criteria specific to training or to groups of people?
- (7) What is the proportion of trainees in training programmes for special groups as compared to the total number of trainees in a given year?

Overall assessment of eligibility criteria (1.2)

To what extent are you satisfied with the eligibility criteria at the assessed level?

1	2	3	4	5	6	7	8	9	10

1.3. Selection mechanisms

- (1) Are there established selection mechanisms?
- (2) What is the stated purpose of a selection mechanism?
- (3) What are the different selection mechanisms?
- (4) How are the rights and responsibilities in selection of students distributed among government, employers and workers?
- (5) Who administers the selection mechanisms (e.g. private education centres, research centres, government agencies or specialists at the training institution)?
- (6) Are records kept on the rate of admission (percentage of students who pass the selection process)?

1.3.1. Selection methods

- (1) Is the selection method simply "first come, first served"?
- (2) Are interviews used in the selection of trainees?
- (3) Do applicants have to pass written and/or oral examinations?
- (4) Are psychological tests used for selection purposes?
- (5) Are selection methods standardised for a given training category or a type of institution?

1.3.2. Selection procedures

- (1) Is selection of applicants an ad hoc or a regular procedure?
- (2) Who makes the actual decision on whether the applicant is selected or not?
- (3) Does government, workers and employers participate in the selection process?
- (4) Is the actual selection done by the training institution involved or is it done elsewhere?
- (5) How is the information about the selection criteria and results conveyed to applicants?
- (6) Do the students who fail to be selected have means of appeal or another chance to apply?
- (7) Is the selection organised in such a way that a candidate who fails is redirected to alternatives?
- (8) Does the selection work in such a way that it identifies the shortcomings of the applicant and provides suggestions to correct them?

Overall assessment of selection mechanisms (1.3)

To what extent are you satisfied with selection mechanisms functioning at the assessed level?

1	2	3	4	5	6	7	8	9	10

2. TRAINING POLICY

2.1. Training programming

- (1) Is training programming a specific function in the training system?
- (2) Who is responsible for training programming?
- (3) How is training programming organised?
- (4) What forms does the output of training programming take?
- (5) What are the roles of workers and employers in the training programming?

2.1.1. Principles guiding training programming

- (1) What are the principles, directives and orientations guiding the training programming?
- (2) Are there established principles concerning the skill level to be attained in training for instance for urban and rural employment?
- (3) Is an account taken of resources (financial, physical and human) in training programming?
- (4) Are the training programming principles oriented toward broad or very specialised training?

2.1.2. Organising training programming

- (1) What are the responsibilities of different authorities, agencies and institutions charged with training programming?
- (2) How are employers' organisations, trade unions and professional associations involved in deciding what knowledge and skills trainees should acquire?
- (3) Are decisions made by one party or are they the outcome of a compromise and consensus?
- (4) Are there links between different bodies responsible for different types of training programming activity?

2.1.3. Tools and methods of training programming

- (1) Are there established training standards for all types and levels of training?
- (2) Do the training standards contain all the information about
 - the content of training?
 - the level of performance to be attained during training?
 - the duration of training?
 - the facilities and equipment needed?
 - the part of training provided by the institutions?
 - the part of training provided by the enterprises?
 - the character and duration of work experience?
- (3) Are these standards regularly updated?
- (4) What methods are used for the development of training programmes?

Overall assessment of training programming (2.1)

To what extent are you satisfied with the state of art and existing practice of training programming at the assessed level?

1	2	3	4	5	6	7	8	9	10

2.2. Training delivery system

2.2.1. Structure and composition of a training delivery system

- (1) Is there, at national level, an inventory of training institutions and training programmes?
 - Is it regularly updated?
- (2) Are training institutions, programmes and opportunities described and where can this information be obtained?
- (3) How could the structure of the national training delivery system be represented graphically?
- (4) What are the occupations for which training needs to be acquired abroad?
- (5) What are the training places offered in training institutions, by major category and level of occupations?
- (6) What are the training places offered in enterprises, by major category and level of occupation?

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(7) What percentage of employed workers in the country have taken:

- less than 200 hours training?
- between 200 and 500 hours of training?
- between 500 and 1,200 hours of training?
- more than 1,200 hours of training?

(8) What is the number of trainees completing training each year:

- in training institutions?
- in enterprises?

2.2.2. Management and administration

- (1) How could management and administration of the training delivery system be represented graphically, i.e. how the graph of distribution of rights and responsibilities could be drawn?
- (2) How is the training delivery system financed?
- (3) Which ministerial departments carry major responsibilities over the training delivery system and what are these responsibilities?
- (4) Is the management of the delivery system centralised or decentralised?
- (5) Are training activities often reviewed and frequently adjusted?
- (6) Who decides on qualitative and quantitative adjustments in the delivery system in order to meet the demand for new skills or to overcome skill-manpower imbalances?

- (7) To what extent are government, employers and workers associated in the management of the training delivery system, including the evaluation of its training activities?
- (8) Is there an established graduate follow-up mechanism such as tracer studies?
- (9) Does the training delivery system produce data on training courses, programmes, number of trainees, number of graduates, etc.?
- (10) Does the training delivery system produce data on its costs and expenditures?

2.2.3. Sectoral and geographical organisation

- (1) Is training delivery sectorally organised?
- (2) Is the training delivery system mostly oriented toward rural or urban training?
- (3) Are training efforts duplicated in different parts of the training delivery system?
- (4) Are training institutions evenly distributed in the country or concentrated only in a few major urban centres?
- (5) Do the inhabitants of remote parts of the country have access to training?

Overall assessment of training delivery system (2.2)

To what extent are you satisfied with the structure and management of the assessed training delivery system?

1	2	3	4	5	6	7	8	9	10

2.3. Personnel policy

- (1) Are there enough qualified trainers?
- (2) What are the trainers/trainees ratios?
- (3) Are there enough qualified:
 - planners of HRD?
 - managers of training institutions and programmes?
 - training administrators and general service personnel?
 - training supervisors and evaluators?
 - guidance counsellors?
- (4) What are the salaries of training staff in comparison with the salaries in industry and other bodies and organisations?
- (5) What are the incentives for better performance of training staff?
- (6) What are the conditions for promotion?
- (7) Is there a special body in training administration responsible for devising and implementing personnel policy?

2.3.1. Training and development of training personnel

- (1) Are there plans for training of trainers
 - at the national level?
 - at the training institution level?
- (2) Who is responsible for planning training of trainers?
- (3) How are programmes for training of trainers devised: is it an established function of a special body or is it simply an ad hoc process?
- (4) Are trainers trained in the country or abroad?
- (5) Are there established standards defining the trainers' qualifications?
- (6) Are there specialised institutions or programmes for the training of trainers?
- (7) Is training and further training of other personnel involved in training planned, organised and implemented?

- (8) Do the institutions or programmes responsible for the training of trainers impart both technical knowledge and pedagogical skill or the latter only?
- (9) How many years of professional experience (i.e. in industry, agriculture) do trainers need?
- (10) What levels of education and technical qualifications are required for enrolling in training of trainers programmes?
- (11) How many hours of pedagogical training (i.e. theoretical and practical) do trainers follow during their training?
- (12) How many trainers graduate per year?
- (13) Which further training opportunities are available to trainers?
- (14) How many hours of further training (updating, refresher course, upgrading) do trainers take on average per year:
- nil?
 - less than 10 hours?
 - less than 20 hours?
 - more than 20 hours?
- (15) Is further training provided by institutions or by enterprises?
- (16) Does further training cover:
- technical knowledge?

- pedagogical skill?
- occupational experience?

(17) Do training planners, managers, administrators, evaluators and general personnel receive specific training prior to taking office or are they trained on the job?

2.3.2. Working and career development conditions of training personnel

- (1) Do trainers have a recognised status?
- (2) Is the status of trainers equal to the status of secondary school teachers in the civil service?
- (3) Have trainers in enterprises the same status as supervisors or more senior personnel?
- (4) Are training institutions capable of attracting as trainers highly qualified specialists from enterprises?
- (5) Are trainers attracted by job offers from enterprises?
- (6) What is the turnover rate of trainers in training institutions?
- (7) How do the career perspectives of a trainer compare to that of a person of similar qualification in enterprises?
- (8) Are there professional associations of trainers?
- (9) Do collective agreements refer to working conditions of training personnel?

Overall assessment of personnel policy (2.3)

To what extent are you satisfied with the training personnel policy at the assessed level?

1	2	3	4	5	6	7	8	9	10

2.4. Trainees policy

- (1) Is there a special body in the training administration responsible for devising trainees policy?
- (2) Are there adequate measures taken to free trainees from material constraints and to motivate them positively to learn?

2.4.1. Material conditions of trainees

- (1) What financial support is given to trainees?
- (2) Are students provided with board and lodging?
- (3) Is financial support sufficient to cover trainees' needs?
- (4) Are trainees covered by health insurance?

2.4.2. Trainees' motivation

- (1) What measures are taken to enhance the achievement of trainees?
- (2) What measures are taken to prevent below standard performance?
- (3) Is there competition between trainees based on their training achievements?
- (4) Is the progress of a trainee regularly monitored?
- (5) Does the monitoring lead to corrective actions?

2.4.3. Support services

- (1) Do trainees have access to guidance and counselling services during their training period?
- (2) Do trainees have adequate access to medical help?
- (3) Can trainees call upon special tutoring and remedial training and educational services when they need them?
- (4) Are trainees exposed to the world of work and are they encouraged to discuss their observations?

Overall assessment of trainees policy (2.4)

To what extent are you satisfied with the trainees' policy at the assessed level?

1	2	3	4	5	6	7	8	9	10

2.5. Training methodology

- (1) Is there an identifiable training methodology?
- (2) Is there a body responsible for training methodology research and development?

2.5.1. Training methods

- (1) Which are the most commonly used training methods?
- (2) Do trainers use training materials developed in the country?
- (3) Do trainers have access to a documentation centre or unit where they can obtain the reference material they need?
- (4) Do the training material used by trainers consist of textbooks exclusively, or do they also include sound and slides packages, films, video tapes, computer software, etc.?
- (5) Must training materials be approved by training authorities?
- (6) Are trainees supplied with training materials?

2.5.2. Monitoring and evaluating trainees' progress

- (1) Is trainees' progress regularly monitored and evaluated?
- (2) How often is trainees' progress evaluated: daily, weekly, monthly, etc., or at the end of the training activity?
- (3) Are the evaluation results used to improve the training methods?
- (4) Are these results used to improve the trainee's performance?
- (5) Is there a final examination concluding the training programme?
- (6) Is the final examination conducted by the trainer(s) or do external experts also participate in it?
- (7) Are employers' and workers' representatives participating in the final examination?
- (8) Is satisfactory completion of a training programme formally certified?

Overall assessment of training methodology (2.5)

To what extent are you satisfied with the existing level of development of the training methodology?

1	2	3	4	5	6	7	8	9	10

3. "ENTRY INTO WORK" POLICY

- (1) Is there an established entry into work policy which enables graduates to obtain a job according to their skills and knowledge?
- (2) How is the "entry into work" organised: are there established placement services or is placement left to the initiative of the graduate?
- (3) To what extent is the "entry into work" policy achieving its objectives?
- (4) Are there specific programmes that assist graduates' "entry into work"?
- (5) What resources are allocated to placement services and "entry into work" programmes?

3.1. Planning "entry into work"

- (1) Are employment opportunities surveyed regularly?
- (2) Is information about the output of the training system collected regularly?
- (3) How is the output of the training system matched with employment opportunities?

Overall assessment of "entry into work" planning (3.1)

To what extent are you satisfied with the "entry into work" planning at the assessed level?

1	2	3	4	5	6	7	8	9	10

3.2. Organising "entry into work"

- (1) Are graduates guaranteed a job after completing their training?
- (2) Do graduates have difficulties in entering working life after completing training?
- (3) Do training institutions provide placement services?
- (4) Do trainees and graduates have access to information on employment opportunities?
- (5) Do trainees have contact with enterprises during their training?
- (6) To what extent do employment services register information about job vacancies and self-employment opportunities?
- (7) Are graduates guided in their search for a job?
- (8) What proportion of graduates find employment:
 - within two months of graduation?
 - within six months?

- within a year?
- after more than a year?

(9) What percentage of graduates find employment in occupations for which they have been trained?

(10) What percentage of graduates find their first employment below their level of qualification?

(11) What is the alternative for graduates who do not find employment related to their qualifications?

(12) What causes mismatch between the supply of and the demand for skilled manpower:

- the economic situation?
- excess of qualified manpower?
- shortages of qualified manpower?
- inappropriate levels of qualification?
- marginal relevance of training programmes?
- inadequate information on employment opportunities?
- poor interaction between the training delivery system and the world of work?
- deficient planning of enrolment and training delivery?
- unrealistic expectation on the part of the graduates?
- lack of flexibility of the training delivery system?
- absence of feedback information allowing the training system to adjust to labour market requirements?

Overall assessment of organising "entry into work" (3.2)

To what extent are you satisfied with the organisation of "entry into work" at the assessed level?

1	2	3	4	5	6	7	8	9	10

	Actual score	Maximum score
1.1. Enrolment planning		10
1.2. Eligibility criteria		10
1.3. Selection mechanisms		10
=====		
1. Overall assessment of enrolment policy		10
=====		
2.1. Training programming		10
2.2. Training delivery system		10
2.3. Personnel policy		10
2.4. Trainees policy		10
2.5. Training methodology		10
=====		
2. Overall assessment of training policy		10
=====		
3.1. Planning "entry into work"		10
3.2. Organising "entry into work"		10
=====		
3. Overall assessment of "entry into work" policy		10
=====		
Overall assessment of HRD POLICY		10
=====		